

ROUTING AND TRANSM AL SLIP		Date
		23 Nov 79
TO: (Name, office symbol, room number, building, Agency/Post)		Initials Date
1.	D/FBIS	
2.	<i>DD has copy</i>	
3.		
4.	<i>Ops</i>	
5.		

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REMARKS

For Bldg Comm

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FROM: (Name, org. symbol, Agency/Post)

Room No.—Bldg.


C/Ops

Phone No.

23 November 1979

MEMORANDUM FOR: Director, FBIS

FROM:


Chief, Operations Group

STAT

SUBJECT: Trump-Conn Report

REFERENCE: Recommendation of C/DRD for Implementation, dated
15 November 1979

1. Operations Group recommends approval of the attached recommendations of C/DRD concerning implementation of the Trump-Conn report, with these exceptions:

a. Page 2, para. 4.b.: We recommend this be a series of lectures rather than a contracted "course."

b. Page 9, para. 6.c. and h.: This will have to be approached in line with overall automation plans for the DR.

2. We recommend that the position for Managing Editor be reallocated from within the Daily Report and pegged at the GS-14 level. A position for this purpose has been identified.

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Attachment: a/s

cc: DD/FBIS
C/E&PS
C/AG
C/Prod
C/Admin
C/DRD
C/FCS
C/EDSS

15 November 1979

MEMORANDUM FOR: Chief, Operations Group

FROM:

Chief, Daily Reporting Division

STAT

SUBJECT: Trump-Conn Report

REFERENCE: Your Memorandum of 14 September 1979, Same Subject

1. As requested, I have evaluated each of the recommendations contained in the Trump-Conn report.

2. Presented below are: a) a summarized outline of the report's recommendations; b) the DRD comment on these recommendations; and c) the DRD recommendations regarding the programs that should be implemented, together with cost estimates where appropriate. In making these recommendations, I have given careful consideration to the comments on the report from both field and DRD personnel.

Recruitment

3. The Trump-Conn report recommends that the DRD make recruitment a high priority objective, specifically that it:

a. Replace the present recruitment flyer with a new, attractive brochure which honestly and realistically describes what editors are expected to do, without reference to analyst and linguist career opportunities;

b. Focus recruiting efforts on broadly educated persons with potential for journalism and, through personal interviews and letters of reference, probe for such qualities as breadth of view, curiosity, persistence, resourcefulness, initiative, motivation, and above all, willingness to live and work anywhere;

c. Initiate programmed visits to college campuses; and

d. Cut the time limits on the editorial test in half.

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Comment:

The DRD in recent years has undertaken no independent recruiting program, relying instead on the applicant files referred to it by the Office of Personnel. In reviewing these files, the DRD considers not only those applicants with a journalistic background or bent, but also those with interests in the analytical and linguist fields and international affairs in general. The problem is not in attracting enough qualified applicants (in FY-79 the DRD tested some [redacted] of whom were subsequently brought on board). It is rather in identifying more precisely those applicants best suited to editorial work both in headquarters and abroad and those most likely to want to remain for some time in the editorial career track, thus reversing a growing tendency among new editors to transfer to non-editorial positions elsewhere within one year of joining FBIS. Adoption of the report's recommendations would very likely achieve this goal.

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Recommendations:

Implement the Trump-Conn recommendations a.-c. above. The new brochure can be printed in-house at no cost. The estimated cost of a minimum of two recruiting trips is \$500.00. Recommendation d. above has already been implemented.

Training

4. The Trump-Conn report urges that the DRD institute an intensive training program and recommends specifically that it:

- a, Assign each new editor to a single mentor for basic training in copy editing (mastery of style and format and practice on raw copy) and substantive editing (development of news judgment and excerpting and condensing skills);
- b. Contract with major newspapers for a course in news judgment for new editors;
- c. Assign new editors to the Wire Service after basic training for a meaningful exposure and enroll them in at least one FSI course;
- d. Continue the TDY field training program, but make the length more flexible and include pre-TDY briefing on lateral consumers and their needs; and

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e. Develop sources and contacts--primary sources, not just those in the media.

Comment:

Trump and Conn have little new to propose in the way of a training program. Intensive "hands-on" training of new editors by a single mentor was at one time standard operating procedure. This procedure has not been possible recently because there are not enough mentors for the abnormally large number of new editors. [redacted] in the DRD branches are currently filled with editors holding those grades; there is only one GS-11 journeyman editor in the whole of the Daily Report. Furthermore, either the training officer slot has been vacant or the incumbent has been fully occupied with recruiting for many months.

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The current editorial training program is not as intensive as it should be if the DRD is to properly train and prepare the large group of new editors now on board for their present and future duties in headquarters and the field. The report's recommendations therefore merit careful consideration.

Given the decision by FBIS senior management to continue to subordinate DRD staffing needs to field requirements and Reasonable Career Opportunity considerations, the possibility of implementing Recommendation a. in its entirety in the near future is slim. Basic training in copy editing can be and is being provided now by the DRD Special Assistant, who has been relieved of most other duties to concentrate on the training program. The more important aspect of the program--training in substantive editing--is best accomplished in a "live" real-time environment. The problem lies in the lack of enough experienced editors in the Daily Report to do this kind of training, and no reconfiguration of the existing work force can alter this fact. A partial solution can be achieved by shifting some of the training to the DRD's other pool of editorial expertise--the Wire Services Staff, as recommended in the report. Space limitations and operational considerations limit the number of editors that can be trained on the Wire to two or three at any one time. These would be assigned to, and rotate through the shift with, senior editors for a period of 4 to 6 weeks. This is less than an ideal solution, as it would take up to a year to provide this training for all new editors and there will be times when work pressures will make it impossible for the mentors to devote much attention to the trainees.

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It has also been suggested that DRD branch chiefs devote at least half of their time to hands-on training, even at the expense of cutting back on the number of pages published daily, if necessary. This seems a drastic solution, given the increasing demands from consumers for the publication of more material, the growing volume of worthwhile material being received from the new field bureaus, and the known capability of the DRD to publish material now being sent to JPRS once P&PD's new web press is operational and present Daily Report page limitations are lifted.

Experience has shown that it is difficult to instill news judgment in any editor lacking basic news sense, but when present it can be honed. Courses such as the report recommends are worth a try.

It is now standard practice to enroll editors at all levels in appropriate FSI training whenever possible.

Pre-TDY training briefings are now also standard practice. Senior management opposes any alteration in the length of the training schedule on the grounds that it would subject some trainees to unequal treatment. This policy should be reviewed.

The recommendation that editors develop their own sources is naive and unworthy of consideration.

Recommendations:

Implement, to the extent personnel resources permit, recommendations a. through d. Cost of the course in news judgment is under investigation.

Utilization of Editors in Headquarters

5. A major part of the Trump and Conn recommendations concern utilization of editors in headquarters. They strongly urge the DRD to:

a. Create the position of a managing editor who would be responsible for overall style and appearance of the books, play a key role in morning meetings; determine what is published in each book, the number of pages allotted to each and the general priority of stories; and supervise the training of new editors. They urge that this person be a veteran editor of wide experience who would serve for an extended period;

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b. Expand the role of the branch chief to include the training of new editors, greater latitude over layouts, story selection, etc, and participation in recruiting and interviewing;

c. Expand the role of the book chief to include performance of many of the branch chief functions regarding layout, story selection, etc. and initiation of more queries and other communications with the field;

d. Expand the role of the junior editors by giving them the authority and encouraging them to communicate directly with the field and with analysts in AG and elsewhere;

e. Expand the role of experienced editors by giving them enhanced duties such as assignment as branch or book chief, training new editors, revising recruiting brochures and the editorial handbook, participating in recruiting trips, interviewing applicants, taking FSI courses, writing weekly critiques for the field, brief summations of important items and a "news of the week" in review for each book and performing judgmental editing (excerpting, summarizing, putting stories in context, insuring proper cross referencing and ednoting, while concurrently being relieved of all proofreading and copy editing chores (copy-editing would be done by junior editors as part of their training);

f. Assign a part-time editor to each book to provide stability and continuity. This section of the report also recommends staggered hours for editors and staggered deadlines for copy;

g. Maintain a ratio of 60-70% of editors overseas and 30-40% in headquarters; provide pre-PCS area specialization and FSI and language training appropriate to the assignment, with choice and qualifications being the guiding principle in assignment; minimize transfers within DRD editorial ranks;

h. "Perk up" the editorial environment, making the branches hum with life like the Wire;

i. Set up flying squads of editors documented and ready to go anywhere in an emergency; and

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j. Revamp the morning editorial meeting to focus on a greater exchange of story ideas, area developments that impact on other books, better coordination among branch chiefs on page allocations, cross references and avoidance of duplication, thus promoting greater competition among books for space allocations; have an AG analyst attend to provide guidance on AG needs.

k. Have the C/DRD be responsible for page allocations and overall substantive quality of the Daily Report books.

Comment:

The idea of creating a managing editor position is not new. In fact this position existed in FBIS for many years. The incumbent served a very useful function in providing a focal point for guidance and oversight on matters of substance, style, quality, etc. The DRD would welcome restoration of this position --at a GS-14 level at a minimum-- and would agree to all the proposed duties except that of supervising the training of new editors. The DRD feels this is more properly left with the DRD Special Assistant and branch supervisory personnel, as at present.

Trump and Conn were obviously unaware that one of the present duties of the branch chiefs is to train new editors. It is anticipated that once the new formats for publication of the Daily Report are developed, branch chiefs will have the necessary latitude over layout, story selection, etc.

Book chiefs already perform many of the functions similar to those of the branch chiefs, and this practice is expected to continue. Some improvement in the area of communications with the field has already been achieved under the direction of the DC/DRD, and this program will be continued and expanded.

Steps have likewise been taken to expand communications between desk editors and their colleagues in the field, AG, and elsewhere through meetings set up by the Office of the C/DRD and L&R Branch and this practice will continue. As editors become better trained, they will be expected to take a more active role in the Headquarters-field dialog, to do more extensive manuscript editing under the general guidance of the branch chiefs and the managing editor--if this position is approved.

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DRD agrees that it is a waste of editorial talent for returnees from the field to do copy editing and that they should concentrate rather on judgmental editing--an area in which the DRD is now weak. The question is academic at this point, since there is no editor with field experience now in headquarters who is not serving either on the Wire or as a Daily Report supervisor. The DRD now has on board seven part-time editors who can provide the nucleus of a corps of copy editors. The DRD is also hiring part-time proofreaders to relieve editors of the proofreading chores. Hiring of both categories of part-timers is limited by budgetary constraints.

The division of the headquarters editorial function into copy and manuscript editing represents a radical departure from traditional practice. The DRD believes it is a workable system and is willing to institute it in one branch on an experimental basis.

The proposal to provide summaries or gists of important items and a "news of the week in review" is neither practical nor desirable. There is no evident consumer demand for such embellishments, which would require an inordinate amount of time that could be better spent in more productive endeavors. "Roundups" have been tried in the past (USSR/EE and Middle East) but were dropped when it became evident they were not worth the effort they entailed.

The DRD does not concur in the proposal that journeymen editors (except possibly in the case of minority recruiting) should participate in recruiting, interviewing applicants, revising the editorial handbook, etc. as experience has shown that these functions are best centralized in the Office of the C/DRD.

The DRD supports the recommendations on rotations, pre-PCS area specialization and FSI training. These recommendations have already been implemented. Language training is encouraged on a time-available basis. While DRD agrees in general that choice and qualifications should be one guiding principle in making assignments, it believes that the needs of the service must be the determining factor. Some bureaus are less desirable than others, but they must be staffed. The DRD likewise agrees that rotation among branches should be minimized in the interests of stability and continuity, although the need to provide familiarization training for the editors going on TDY and PCS assignment makes fairly constant shuffling of personnel inevitable.

The DRD is now considering plans for staggered hours for editors and staggered deadlines for copy to take maximum advantage of the greater production flexibility that will become available once P&PD's new press becomes operational.

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The points made in the report concerning the morning editorial meeting merit careful consideration. Some initial steps are being taken now to implement parts of this overall recommendation, and additional measures for making the meeting more productive and meaningful can be taken later in collaboration with the managing editor, providing this position is approved. DRD does not support the recommendation that an AG analyst participate in the morning editorial meetings. Basic selection decisions cannot be made by committee and in fact are usually made long before the meeting. Also, since AG analysts are specialists, the one chosen to attend could not contribute across the board. DRD favors closer AG-DRD collaboration, but it should be in the one-on-one situation, pegged to specific questions.

Trump and Conn have made several contradictory recommendations: at one point they propose that the Chief, DRD decide page allocations; at another they recommend that this decision be made by the managing editor. The latter would be my choice, since that position would provide a better overall view of the relative priorities of the material being submitted for publication.

As a considerable portion of the time of the C/DRD is taken up with management and administrative matters and details, responsibility for the overall substantive quality of the book is better left with the DC/DRD, as at present.

The DRD already maintains a small cadre of TDY standbys. It could be enlarged with little effort.

The DRD is neither a news room nor a Wire Room and is not intended to be. On the other hand, there should be a bit more activity in the branches, but this will undoubtedly come as newer editors, now the bulk of the editorial staff, develop contacts with their colleagues in other branches, in AG and Production Group and with consumers throughout the intelligence community.

Recommendations:

Implement recommendations regarding changes in existing DRD operational procedures not already under active consideration as noted above:

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- a. Creation of managing editor position;
- b. Division of the editorial staff into copy and judgmental editors, the latter to be responsible for all substantive editing.

The Book

6. The Trump-Conn report recommends:

- a. That management address its immediate attention to the present system of publications typing--which leads to confusion and frustration--and go to either all in-house capability or all contract out, the latter being the preferred option;
- b. Correct the present disproportionate emphasis on textual communist propaganda at the expense of coverage of the Third World and supranational issues, with AG needs being met with a "Special Wire Supplement";
- c. Change book format and type fonts;
- d. Use maps and cartoons;
- e. Focus on intelligent editing of non-mandatory texting material and speedy delivery of discards;
- f. Make table of contents more clearly defined and accurate;
- g. Take steps to insure speedier delivery of books to overseas posts and private subscribers;
- h. Begin phased automation of the DRD, one book at a time; and
- i. Produce a full-text index based on three keywords at the conclusion of each item.

Comment:

The physical production of the Daily Report is an area which has long been plagued by problems: chronic shortage of typists, page and format limitations imposed by P&PD, etc. Efforts to solve these

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problems through the RAPID automation project were a disaster: Not only did the system itself fail but the staffing decisions taken in connection with the project are still impacting adversely on production. The Kelly contract provided only partial relief. As in the past the amount of material published daily is still determined by the number of typists on duty on a given day and not by the volume of publishable material on hand. The DRD is now investigating the possibilities of contracting out the entire production operation to determine if the Trump-Conn recommendation is a workable alternative.

The DRD agrees completely with the report's observation regarding the overemphasis in the Daily Report on communist propaganda. The DRD has been unable on its own to effect any noticeable shift toward a more balanced presentation of developments worldwide, some of "ominous dimensions," as the report points out. The DRD therefore welcomes the recommendation that this matter be taken up by the Publication Review Board. The Board could also take up the question of whether Wire supplements are an appropriate vehicle for taking care of AG needs.

The DRD already has under consideration a number of suggestions for changes in Daily Report format and overall appearance which will be gradually introduced following the changeover to new typewriters in DRD and the new press in P&PD. It is not envisaged, however, that any use will be made of maps and cartoons in the foreseeable future.

DRD concurs in the need for intelligent editing of non-mandatory texting material and better tables of contents. Steps in this direction will be taken as editors develop the skills to undertake these functions.

DRD is already investigating the possibility of speeding up the delivery of books to non-government consumers.

The DRD fully supports any move toward automation--repeated manual rekeying of the same information being an anachronism in this age of automated data processing.

As higher agency officials have ruled out funds for DRD-wide automation for the next few years, FBIS is now considering going forward with a proposal for incremental automation, a move the DRD also supports. It would opt to begin by phasing in automation of the Wire Service rather than one of the Daily Report books.

While full text indexing would undoubtedly provide a valuable service to consumers, it is beyond the realm of possibility in the near future.

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Recommendation:

Implement recommendations a, b, c, e, f, g and, h with the modification noted in the comments above. Although considerable planning and coordination will be required to implement c and h, it is felt that this can be done in the Office of the Chief/DRD by the Special Assistant, and that no additional resources will be required.

Communications and Coordination

8. Trump and Conn made the following recommendations in this area:

a. Relieve tensions in the editor-AG analyst relationship by promoting closer continuing contacts; arrange more frequent AG briefings; obtain AG guidance before publication or other disposition, not ex post facto; arrange for editors returning from the field to brief AG analysts; promote closer contacts between editors and Langley analysts and other consumers.

b. Make a management commitment to DRD in terms of both fighting for an adequate budget and in occasionally strolling through the DRD to let editors know that their work matters and that their product is paramount to the FBIS mission; seek "management" attendance at morning meetings occasionally.

c. Revive the "Winners and Sinners" publication on a regular basis.

d. Include the initials of field editors and monitors and Daily Report editors at the end of significant items as a means of recognition.

e. Alert the field ahead of time about the type of items desired to eliminate duplication and unnecessary work and to provide better quality control.

Comment:

The DRD recognizes that relations between AG analysts and editors should be improved. Part of the problem stems from the newness of many of the DRD editors and the lack of time supervisors

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have for contacts and coordination. A managing editor could act as an authoritative DRD spokesman on the working level and generally seek to improve contacts and coordination. A large part of the problem, however, is the elitist attitude, whether real or perceived, of most analysts in their dealings with the editors. This aspect of the problem has been brought to the attention of AG management and it is hoped that they will take an active role in fostering a better team spirit.

Editors returning from the field are not in a position to brief AG analysts on substantive developments, but they could usefully brief them on the operational problems that the field editors face in their day-to-day routine. As stated previously, DRD is making a concerted effort to improve relations with Langley analysts and other consumers.

The DRD supports increased contact with top management, which would be welcome at the morning meetings occasionally. The quarterly briefings being given by the Chief, Operations Group, do much to close the gap. Occasional "strolls" through the branches by top managers, however, are not very useful, as they come across as contrived. Management is judged primarily by the decisions it makes that impact on the Daily Report: staffing, salaries and grade levels compared with other FBIS components, and professional recognition. It might be noted here that one thread running through all field bureau and head-quarters comment on the Trump-Conn report is a certain cynicism regarding management's commitment to the DRD and skepticism regarding the adoption of any recommendations that would require additional budgetary or manpower resources.

The "Winners and Sinners" publication falls in that "nice to have" (maybe) category --a luxury the DRD can ill afford in its straitened circumstances.

The proposal to include initials of editors on published copy is not new. It was never adopted in the past because it was felt that it would not achieve the purpose for which it was intended.

The DRD believes that with the Daily Report, the Wire, AG, Production Group and LRB already all regularly and routinely alerting the field to desired items, little more can be accomplished in this area. Field-headquarters coordination to prevent duplication also appears to be well in hand.

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There is a pressing need for more feedback to the field, real and continuing quality control. In this area, as in many others, the fault lies with the dearth of experienced editors. Establishment of the managing editor position would do much to alleviate this problem.

Recommendations:

Implement recommendations a, b, and e with the modifications noted above. Implementation of a and b will require the cooperation of AG and top management.

Field Operations

9. Although not within their original terms of reference, Trump and Conn later made a trip to the Panama Bureau, on the basis of which they made several recommendations concerning field operations:

- a. Maintain "flying squads" of monitors for emergency duty;
- b. Conduct periodic surveys of coverage at each bureau for accuracy, editorial and political slant, programming, hours of broadcast and frequency and reliability of newscasts as a means of assessing credibility;
- c. Conduct a feasibility study of field automation at Panama and Okinawa; and
- d. Detach monitors periodically to review publications available to the embassy for their information.

Comment:

While DRD sees merit in some of the recommendations, they do not fall within the scope of DRD operations. We therefore defer to Operations Group to make the definitive comment and recommendations.



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